#### Union Calendar No. 291

111TH CONGRESS 2D SESSION

## H. R. 4805

[Report No. 111-509, Part I]

To amend the Toxic Substances Control Act to reduce the emissions of formaldehyde from composite wood products, and for other purposes.

#### IN THE HOUSE OF REPRESENTATIVES

March 10, 2010

Ms. Matsui (for herself and Mr. Ehlers) introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committee on Financial Services, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

June 22, 2010

Reported from the Committee on Energy and Commerce with an amendment [Strike out all after the enacting clause and insert the part printed in italic]

June 22, 2010

Additional sponsors: Ms. Sutton and Ms. Schakowsky

June 22, 2010

Committee on Financial Services discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed

[For text of introduced bill, see copy of bill as introduced on March 10, 2010]

### A BILL

To amend the Toxic Substances Control Act to reduce the emissions of formaldehyde from composite wood products, and for other purposes.

1	Be it enacted by the Senate and House of Representa-
2	tives of the United States of America in Congress assembled,
3	SECTION 1. SHORT TITLE.
4	This Act may be cited as the "Formaldehyde Stand-
5	ards for Composite Wood Products Act".
6	SEC. 2. FORMALDEHYDE STANDARDS FOR COMPOSITE
7	WOOD PRODUCTS.
8	(a) Amendment.—The Toxic Substances Control Act
9	(15 U.S.C. 2601 et seq.) is amended by adding at the end
10	the following:
11	"TITLE VI—FORMALDEHYDE
12	STANDARDS FOR COMPOSITE
13	WOOD PRODUCTS
14	"SEC. 601. FORMALDEHYDE STANDARDS.
15	"(a) Definitions.—In this section:
16	"(1) Finished good.—
17	"(A) In GENERAL.—The term 'finished
18	good' means any good or product (other than a
19	panel) containing—
20	$``(i)\ hardwood\ plywood;$
21	"(ii) particleboard; or
22	"(iii) medium-density fiberboard.
23	"(B) Exclusions.—The term 'finished
24	good' does not include—

1	"(i) any component part or other part
2	used in the assembly of a finished good; or
3	"(ii) any finished good that has pre-
4	viously been sold or supplied to an indi-
5	vidual or entity that purchased or acquired
6	the finished good in good faith for purposes
7	other than resale, such as—
8	"(I) an antique; or
9	$``(II)\ second hand\ furniture.$
10	"(2) Hardboard.—The term 'hardboard' has
11	such meaning as the Administrator shall establish, by
12	regulation, pursuant to subsection (d).
13	"(3) Hardwood plywood.—
14	"(A) In General.—The term hardwood
15	plywood' means a hardwood or decorative panel
16	that is—
17	"(i) intended for interior use; and
18	"(ii) composed of (as determined under
19	the standard numbered ANSI/HPVA HP-
20	1–2009) an assembly of layers or plies of
21	veneer, joined by an adhesive with—
22	$``(I)\ lumber\ core;$
23	"(II) particleboard core;
24	"(III) medium-density fiberboard
25	core;

1	"(IV) hardboard core; or
2	"(V) any other special core or spe-
3	cial back material.
4	"(B) Exclusions.—The term hardwood
5	plywood' does not include—
6	"(i) military-specified plywood;
7	"(ii) curved plywood; or
8	"(iii) any other product specified in—
9	"(I) the standard entitled Vol-
10	untary Product Standard-Structural
11	Plywood' and numbered PS 1-07; or
12	"(II) the standard entitled Vol-
13	untary Product Standard-Performance
14	Standard for Wood-Based Structural-
15	Use Panels' and numbered PS 2-04.
16	"(C) Laminated products.—
17	"(i) Rulemaking.—
18	"(I) In General.—The Adminis-
19	trator shall conduct a rulemaking
20	process pursuant to subsection (d) that
21	uses all available and relevant infor-
22	mation from State authorities, indus-
23	try, and other available sources of such
24	information, and analyzes that infor-
25	mation to determine, at the discretion

1	of the Administrator, whether the defi-
2	nition of the term 'hardwood plywood'
3	should exempt engineered veneer or
4	any laminated product.
5	"(II) Modification.—The Ad-
6	ministrator may modify any aspect of
7	the definition contained in clause (ii)
8	before including that definition in the
9	regulations promulgated pursuant to
10	subclause (I).
11	"(ii) Laminated product.—The term
12	**laminated product' means a product—
13	"(I) in which a wood veneer is af-
14	fixed to—
15	"(aa) a particleboard plat-
16	form;
17	"(bb) a medium-density fi-
18	berboard platform; or
19	"(cc) a veneer-core platform;
20	and
21	"(II) that is—
22	"(aa) a component part;
23	"(bb) used in the construc-
24	tion or assembly of a finished
25	$good;\ and$

1	"(cc) produced by the manu-
2	facturer or fabricator of the fin-
3	ished good in which the product is
4	incorporated.
5	"(4) Manufactured home.—The term 'manu-
6	factured home' has the meaning given the term in sec-
7	tion 3280.2 of title 24, Code of Federal Regulations
8	(as in effect on the date of promulgation of regula-
9	tions pursuant to subsection (d)).
10	"(5) Medium-density fiberboard.—The term
11	'medium-density fiberboard' means a panel composed
12	of cellulosic fibers made by dry forming and pressing
13	a resinated fiber mat (as determined under the stand-
14	ard numbered ANSI A208.2–2009).
15	"(6) Modular Home.—The term 'modular
16	home' means a home that is constructed in a factory
17	in 1 or more modules—
18	"(A) each of which meet applicable State
19	and local building codes of the area in which the
20	home will be located; and
21	"(B) that are transported to the home build-
22	ing site, installed on foundations, and completed.
23	"(7) No-added formaldehyde-based
24	RESIN.—

1	"(A) In general.—(i) The term 'no-added
2	formaldehyde-based resin' means a resin formu-
3	lated with no added formaldehyde as part of the
4	resin cross-linking structure in a composite wood
5	product that meets the emission standards in
6	subparagraph (C) as measured by—
7	"(I) one test conducted pursuant to test
8	method ASTM E-1333-96 (2002) or, subject
9	to clause (ii), ASTM D-6007-02; and
10	"(II) 3 months of routine quality con-
11	trol tests pursuant to ASTM D-6007-02 or
12	ASTM D-5582 or such other routine quality
13	control test methods as may be established
14	by the Administrator through rulemaking.
15	"(ii) Test results obtained under clause
16	(i)(I) or (II) by any test method other than
17	ASTM E-1333-96 (2002) must include a showing
18	of equivalence by means established by the Ad-
19	ministrator through rulemaking.
20	"(B) Inclusions.—The term 'no-added
21	formaldehyde-based resin' may include any resin
22	made from—
23	"(i) soy;
24	"(ii) polyvinyl acetate; or
25	"(iii) methylene diisocyanate.

1	"(C) Emission standards.—The following
2	are the emission standards for composite wood
3	products made with no-added formaldehyde-
4	based resins under this paragraph:
5	"(i) No higher than 0.04 parts per mil-
6	lion of formaldehyde for 90 percent of the 3
7	months of routine quality control testing
8	data required under subparagraph (A)(ii).
9	"(ii) No test result higher than 0.05
10	parts per million of formaldehyde for hard-
11	wood plywood and 0.06 parts per million
12	for particleboard, medium-density fiber-
13	board, and thin medium-density fiberboard.
14	"(8) Particleboard.—
15	"(A) IN GENERAL.—The term
16	'particleboard' means a panel composed of cellu-
17	losic material in the form of discrete particles
18	(as distinguished from fibers, flakes, or strands)
19	that are pressed together with resin (as deter-
20	mined under the standard numbered ANSI
21	A208.1–2009).
22	"(B) Exclusions.—The term
23	'particleboard' does not include any product
24	specified in the standard entitled Voluntary
25	Product Standard-Performance Standard for

1	Wood-Based Structural-Use Panels' and num-
2	bered PS 2-04.
3	"(9) Recreational vehicle.—The term 'rec-
4	reational vehicle' has the meaning given the term in
5	section 3282.8 of title 24, Code of Federal Regulations
6	(as in effect on the date of promulgation of regula-
7	tions pursuant to subsection (d)).
8	"(10) Ultra low-emitting formaldehyde
9	RESIN.—
10	"(A) In general.—(i) The term 'ultra low-
11	emitting formaldehyde resin' means a resin in a
12	composite wood product that meets the emission
13	standards in subparagraph (C) as measured
14	<i>by</i> —
15	"(I) 2 quarterly tests conducted pursu-
16	ant to test method ASTM E-1333-96 (2002)
17	or, subject to clause (ii), ASTM D-6007-02;
18	and
19	"(II) 6 months of routine quality con-
20	trol tests pursuant to ASTM D-6007-02 or
21	ASTM D-5582 or such other routine quality
22	control test methods as may be established
23	by the Administrator through rulemaking.
24	"(ii) Test results obtained under clause
25	(i)(I) or $(II)$ by any test method other than

1	ASTM E-1333-96 (2002) must include a showing
2	of equivalence by means established by the Ad-
3	ministrator through rulemaking.
4	"(B) Inclusions.—The term 'ultra low-
5	emitting formaldehyde resin' may include—
6	"(i) melamine-urea-formaldehyde
7	resin;
8	"(ii) phenol formaldehyde resin; and
9	"(iii) resorcinol formaldehyde resin.
10	"(C) Emission standards.—
11	"(i) The Administrator may, pursuant
12	to regulations issued under subsection (d),
13	reduce the testing requirements for a manu-
14	facturer only if its product made with ultra
15	low-emitting formaldehyde resin meets the
16	following emission standards:
17	"(I) For hardwood plywood, no
18	higher than 0.05 parts per million of
19	formal de hy de.
20	"(II) For medium-density fiber-
21	board—
22	"(aa) no higher than 0.06
23	parts per million of formaldehyde
24	for 90 percent of 6 months of rou-
25	tine quality control testing data

1	required under subparagraph
2	(A)(ii); and
3	"(bb) no test result higher
4	than 0.09 parts per million of
5	formal dehyde.
6	"(III) For particleboard—
7	"(aa) no higher than 0.05
8	parts per million of formaldehyde
9	for 90 percent of 6 months of rou-
10	tine quality control testing data
11	required under subparagraph
12	(A)(ii); and
13	"(bb) no test result higher
14	than 0.08 parts per million of
15	formal dehyde.
16	"(IV) For thin medium-density fi-
17	berboard—
18	"(aa) no higher than 0.08
19	parts per million of formaldehyde
20	for 90 percent of 6 months of rou-
21	tine quality control testing data
22	required under subparagraph
23	(A)(ii); and

1	"(bb) no test result higher
2	than 0.11 parts per million of
3	formal dehyde.
4	"(ii) The Administrator may not, pur-
5	suant to regulations issued under subsection
6	(d), exempt a manufacturer from third
7	party certification requirements unless its
8	product made with ultra low-emitting form-
9	aldehyde resin meets the following emission
10	standards:
11	"(I) No higher than 0.04 parts
12	per million of formaldehyde for 90 per-
13	cent of 6 months of routine quality
14	control testing data required under
15	$subparagraph\ (A)(ii).$
16	"(II) No test result higher than
17	0.05 parts per million of formaldehyde
18	for hardwood plywood and 0.06 parts
19	per million for particleboard, medium-
20	density fiberboard, and thin medium-
21	$density\ fiberboard.$
22	"(b) Requirement.—
23	"(1) In general.—Except as provided in an
24	applicable sell-through regulation promulgated pursu-
25	ant to subsection (d), effective beginning on the date

1	that is 180 days after the date of promulgation of
2	those regulations, the emission standards described in
3	paragraph (2), shall apply to hardwood plywood, me-
4	dium-density fiberboard, and particleboard sold, sup-
5	plied, offered for sale, or manufactured in the United
6	States.
7	"(2) Emission standards.—The emission
8	standards referred to in paragraph (1), based on test
9	method ASTM E-1333-96 (2002), are as follows:
10	"(A) For hardwood plywood with a veneer
11	core, 0.05 parts per million of formaldehyde.
12	"(B) For hardwood plywood with a com-
13	posite core—
14	"(i) 0.08 parts per million of formalde-
15	hyde for any period after the effective date
16	described in paragraph (1) and before July
17	1, 2012; and
18	"(ii) 0.05 parts per million of form-
19	aldehyde, effective on the later of the effec-
20	tive date described in paragraph (1) or July
21	1, 2012.
22	"(C) For medium-density fiberboard—
23	"(i) 0.21 parts per million of formalde-
24	hyde for any period after the effective date

1	described in paragraph (1) and before July
2	1, 2011; and
3	"(ii) 0.11 parts per million of form-
4	aldehyde, effective on the later of the effec-
5	tive date described in paragraph (1) or July
6	1, 2011.
7	"(D) For thin medium-density fiberboard—
8	"(i) 0.21 parts per million of formalde-
9	hyde for any period after the effective date
10	described in paragraph (1) and before July
11	1, 2012; and
12	"(ii) 0.13 parts per million of form-
13	aldehyde, effective on the later of the effec-
14	tive date described in paragraph (1) or July
15	1, 2012.
16	"(E) For particleboard—
17	"(i) 0.18 parts per million of formalde-
18	hyde for any period after the effective date
19	described in paragraph (1) and before July
20	1, 2011; and
21	"(ii) 0.09 parts per million of form-
22	aldehyde, effective on the later of the effec-
23	tive date described in paragraph (1) or July
24	1, 2011.

1	"(3) Compliance with emission standards.—
2	(A) Compliance with the emission standards described
3	in paragraph (2) shall be measured by—
4	"(i) quarterly tests shall be conducted pur-
5	suant to test method ASTM E-1333-96 (2002) or,
6	subject to subparagraph (B), ASTM D-6007-02;
7	and
8	"(ii) quality control tests shall be conducted
9	pursuant to ASTM D-6007-02, ASTM D-5582,
10	or such other test methods as may be established
11	by the Administrator through rulemaking.
12	"(B) Test results obtained under subparagraph
13	(A)(i) or (ii) by any test method other than ASTM
14	E-1333-96 (2002) must include a showing of equiva-
15	lence by means established by the Administrator
16	through rulemaking.
17	"(C) Except where otherwise specified, the Ad-
18	ministrator shall establish through rulemaking the
19	number and frequency of tests required to demonstrate
20	compliance with the emission standards.
21	"(4) Applicability.—The formaldehyde emis-
22	sion standard referred to in paragraph (1) shall
23	apply regardless of whether an applicable hardwood
24	plywood, medium-density fiberboard, or particleboard
25	<i>is</i> —

1	"(A) in the form of an unfinished panel; or
2	"(B) incorporated into a finished good.
3	"(c) Exemptions.—The formaldehyde emission stand-
4	ard referred to in subsection (b)(1) shall not apply to—
5	"(1) hardboard;
6	"(2) structural plywood, as specified in the
7	standard entitled Voluntary Product Standard-
8	Structural Plywood' and numbered PS 1-07;
9	"(3) structural panels, as specified in the stand-
10	ard entitled 'Voluntary Product Standard-Perform-
11	ance Standard for Wood-Based Structural-Use Pan-
12	els' and numbered PS 2–04;
13	"(4) structural composite lumber, as specified in
14	the standard entitled 'Standard Specification for
15	Evaluation of Structural Composite Lumber Prod-
16	ucts' and numbered ASTM D 5456-06;
17	"(5) oriented strand board;
18	"(6) glued laminated lumber, as specified in the
19	standard entitled 'Structural Glued Laminated Tim-
20	ber' and numbered ANSI A190.1–2002;
21	"(7) prefabricated wood I-joists, as specified in
22	the standard entitled 'Standard Specification for Es-
23	tablishing and Monitoring Structural Capacities of
24	Prefabricated Wood I-Joists' and numbered ASTM D
25	5055-05;

1	"(8) finger-jointed lumber;
2	"(9) wood packaging (including pallets, crates,
3	spools, and dunnage);
4	"(10) composite wood products used inside a
5	new—
6	"(A) vehicle (other than a recreational vehi-
7	cle) constructed entirely from new parts that has
8	never been—
9	"(i) the subject of a retail sale; or
10	"(ii) registered with the appropriate
11	State agency or authority responsible for
12	motor vehicles or with any foreign state,
13	province, or country;
14	"(B) rail car;
15	"(C) boat;
16	"(D) aerospace craft; or
17	$"(E) \ aircraft;$
18	"(11) windows that contain composite wood
19	products, if the window product contains less than 5
20	percent by volume of hardwood plywood,
21	particleboard, or medium-density fiberboard, com-
22	bined, in relation to the total volume of the finished
23	window product; or
24	"(12) exterior doors and garage doors that con-
25	tain composite wood products, if—

1	"(A) the doors are made from composite				
2	wood products manufactured with no-added				
3	formaldehyde-based resins or ultra low-emitting				
4	formaldehyde resins; or				
5	"(B) the doors contain less than 3 percent				
6	by volume of hardwood plywood, particleboard,				
7	or medium-density fiberboard, combined, in rela-				
8	tion to the total volume of the finished exterior				
9	door or garage door.				
10	"(d) Regulations.—				
11	"(1) In general.—Not later than January 1,				
12	2013, the Administrator shall promulgate regulations				
13	to implement the standards required under subsection				
14	(b) in a manner that ensures compliance with the				
15	$emission\ standards\ described\ in\ subsection\ (b)(2).$				
16	"(2) Inclusions.—The regulations promulgated				
17	pursuant to paragraph (1) shall include provisions				
18	relating to—				
19	"(A) labeling;				
20	"(B) chain of custody requirements;				
21	"(C) sell-through provisions;				
22	"(D) ultra low-emitting formaldehyde res-				
23	ins;				
24	``(E) no-added formal dehyde-based resins;				
25	"(F) finished goods;				

1	"(G) third-party testing and certification;
2	"(H) auditing and reporting of third-party
3	certifiers;
4	$``(I)\ record keeping;$
5	$``(J)\ enforcement;$
6	"(K) laminated products; and
7	"(L) exceptions from the requirements of
8	regulations promulgated pursuant to this sub-
9	section for products and components containing
10	de minimis amounts of composite wood products.
11	The Administrator shall not provide under subpara-
12	graph (L) exceptions to the formaldehyde emission
13	standard requirements in subsection (b).
14	"(3) Sell-through provisions.—
15	"(A) In General.—Sell-through provisions
16	established by the Administrator under this sub-
17	section, with respect to composite wood products
18	and finished goods containing regulated com-
19	posite wood products (including recreational ve-
20	hicles, manufactured homes, and modular
21	homes), shall—
22	"(i) be based on a designated date of
23	manufacture (which shall be no earlier than
24	the date 180 days following the promulga-
25	tion of the regulations pursuant to this sub-

1	section) of the composite wood product or
2	finished good, rather than date of sale of the
3	composite wood product or finished good;
4	and
5	"(ii) provide that any inventory of
6	composite wood products or finished goods
7	containing regulated composite wood prod-
8	ucts, manufactured before the designated
9	date of manufacture of the composite wood
10	products or finished goods, shall not be sub-
11	ject to the formaldehyde emission standard
12	$requirements\ under\ subsection\ (b)(1).$
13	"(B) Implementing regulations.—The
14	regulations promulgated under this subsection
15	shall—
16	"(i) prohibit the stockpiling of inven-
17	tory to be sold after the designated date of
18	manufacture; and
19	"(ii) not require any labeling or test-
20	ing of composite wood products or finished
21	goods containing regulated composite wood
22	products manufactured before the designated
23	date of manufacture.
24	"(C) Definition.—For purposes of this
25	paragraph, the term 'stockpiling' means manu-

1 facturing or purchasing a composite wood prod-2 uct or finished good containing a regulated composite wood product between the date of enact-3 4 ment of the Formaldehyde Standards for Com-5 posite Wood Products Act and the date 180 days 6 following the promulgation of the regulations 7 pursuant to this subsection at a rate which is 8 significantly greater (as determined by the Ad-9 ministrator) than the rate at which such product 10 or good was manufactured or purchased during a base period (as determined by the Adminis-12 trator) ending before the date of enactment of the 13 Formaldehyde Standards for Composite Wood 14 Products Act.

- "(4) Import regulations.—Not later than July 1, 2013, the Administrator, in coordination with the Commissioner of Customs and Border Protection and other appropriate Federal departments and agencies, shall revise regulations promulgated pursuant to section 13 as the Administrator determines to be necessary to ensure compliance with this section.
- "(5) Successor standards and test meth-ODS.—The Administrator may, after public notice and opportunity for comment, substitute an industry

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- 1 standard or test method referenced in this section
- 2 with its successor version.
- 3 "(e) Prohibited Acts.—An individual or entity that
- 4 violates any requirement under this section (including any
- 5 regulation promulgated pursuant to subsection (d)) shall be
- 6 considered to have committed a prohibited act under section
- 7 15.".
- 8 (b) Conforming Amendment.—The table of contents
- 9 of the Toxic Substances Control Act (15 U.S.C. prec. 2601)
- 10 is amended by adding at the end the following:

"TITLE VI—FORMALDEHYDE STANDARDS FOR COMPOSITE WOOD PRODUCTS

"Sec. 601. Formaldehyde standards.".

#### 11 SEC. 3. REPORTS TO CONGRESS.

- Not later than one year after the date of enactment
- 13 of this Act, and annually thereafter through December 31,
- 14 2014, the Administrator of the Environmental Protection
- 15 Agency shall submit to the Committee on Environment and
- 16 Public Works of the Senate and the Committee on Energy
- 17 and Commerce of the House of Representatives a report de-
- 18 scribing, with respect to the preceding year—
- 19 (1) the status of the measures carried out or
- 20 planned to be carried out pursuant to title VI of the
- 21 Toxic Substances Control Act; and

1 (2) the extent to which relevant industries have 2 achieved compliance with the requirements under that 3 title. SEC. 4. MODIFICATION OF REGULATION. 5 Not later than 180 days after the date of promulgation of regulations pursuant to section 601(d) of the Toxic Sub-6 stances Control Act (as amended by section 2), the Secretary of Housing and Urban Development shall update the regu-8 lation contained in section 3280.308 of title 24, Code of Federal Regulations (as in effect on the date of enactment 10 of this Act), to ensure that the regulation reflects the standards established by section 601 of the Toxic Substances Con-

13 trol Act.

# Union Calendar No. 291

111TH CONGRESS H. R. 4805

[Report No. 111-509, Part I]

# A BILL

To amend the Toxic Substances Control Act to reduce the emissions of formaldehyde from composite wood products, and for other purposes.

June 22, 2010

Committee on Financial Services discharged; committed to the Committee of the Whole House on the State of the Union and ordered to be printed